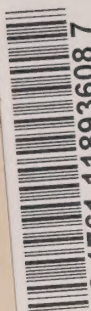


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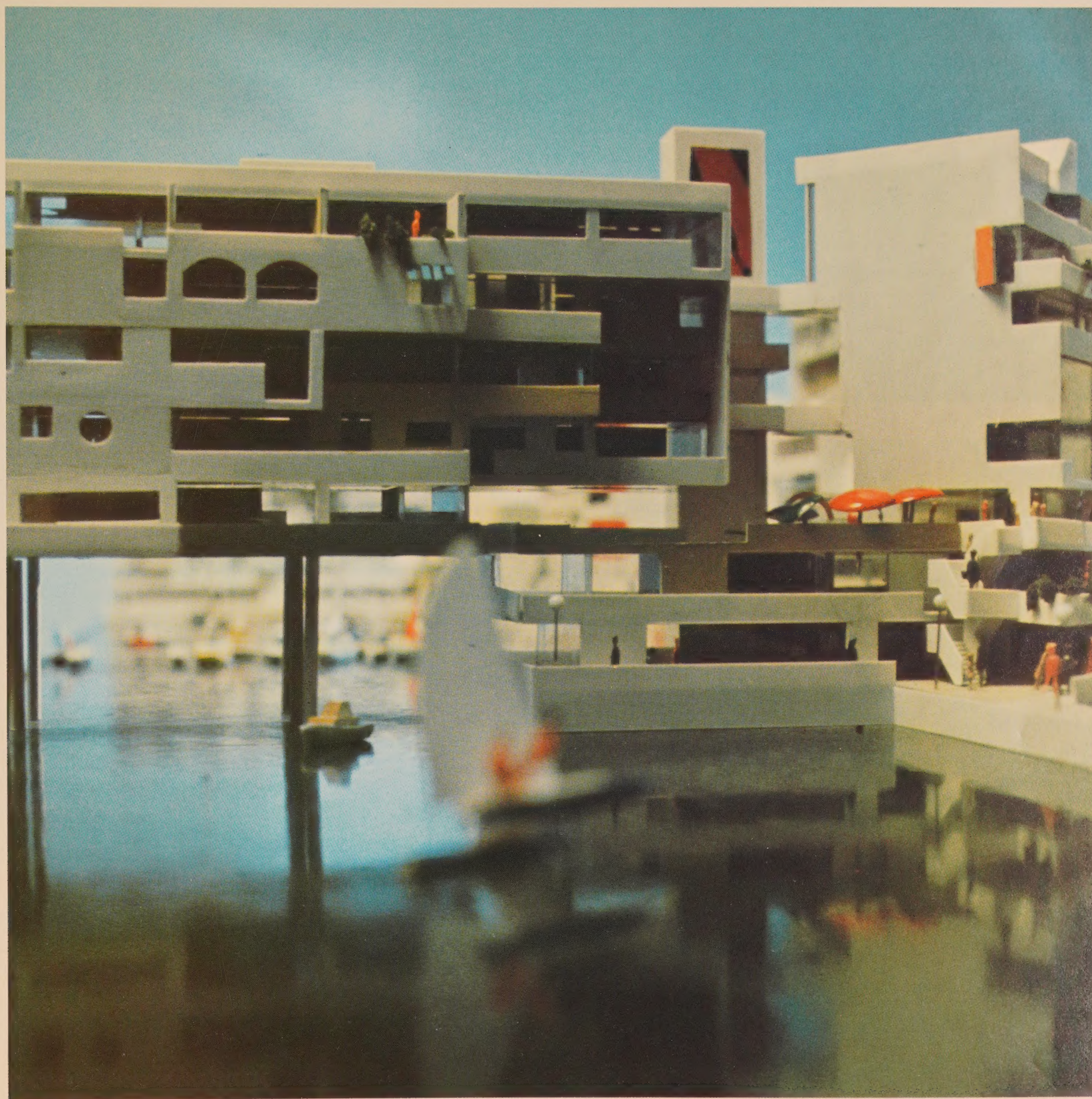
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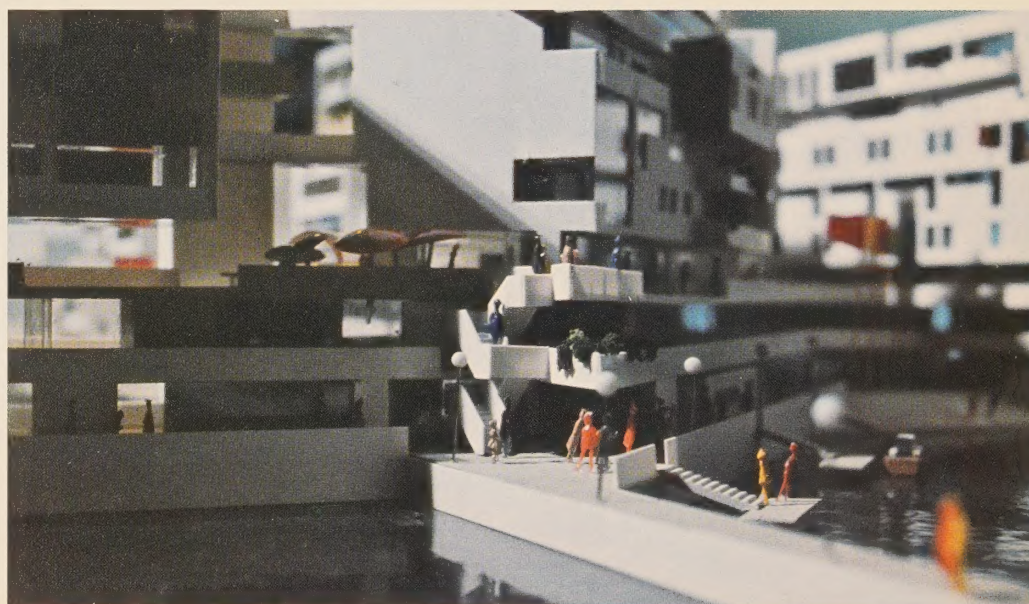
Harbour City Report







Model views here demonstrate a Harbour City apartment concept, best described as an apartment house laid on its side with the elevator running horizontally. While the design achieves densities equal to many high-density apartment developments, it maintains a human quality that is lacking in super high-rise complexes.



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A new illustrated concept for the
Harbour City Development
by the Government of Ontario
Department of
Trade & Development.

STANLEY J. RANDALL, Minister

S. W. CLARKSON, Deputy Minister

The challenge of the waterfront

Toronto, like many ports, has a history of extension into its lake and harbour. 150 years ago the present Union Station and all lands south of it were harbour waters.

In the past these new lands have been created and used for industry, port facilities and transportation routes which have separated the city and its people from the water.

Today we are given another opportunity to reclaim the potentially beautiful shoreline we once had.

Toronto's unique offshore shelf allows easy, economical expansion by land-fill or pier construction on the lakebed. The islands of "Ontario Place" will create an image embodying some of the exciting possibilities that can be realized on our waterfront.

Each individual waterfront project must be considered for its role in a total waterfront development. Each project must respond to all the factors arising from a view of the whole scheme, especially ecological considerations. However, this present Report presents the unique aspects of one element of the total waterfront.

The site under consideration would displace nothing but the present island airport. All other lands will be created, not taken away. New land can be formed economically between the airport site and the "Ontario Place" islands now nearing completion by landfill. All these lands are readily available and under public ownership.

This site has enormous potential!

What shall we do with this challenging opportunity presented to us?

Do nothing?

Inaction will not improve the existing conditions we deplore.

Create new parkland?

There is little to justify the tremendous financial expenditure required in more than doubling the parklands here when the existing island system is sufficient. Toronto as a region needs additional parkland closely related to centres of activity rather than in a single location.

Allow industrial expansion?

The existing water and rail-oriented facilities have deteriorated and there is little incentive or economic justification for any major industrial developments to locate here.

Build new port facilities?

There is sufficient land and potential in the eastern half of the harbour to accommodate any necessary port expansion.

Expand the existing island airport?

The present airport site is inadequate for a modern inter-city jet airport. To expand it for such needs would be detrimental to the city and the island parks.

Develop a new urban community?

This would provide a share of much-needed new housing close to downtown Toronto with all the advantages of such proximity. A "water site" offers a way of life that could add a new dimension to Toronto's urban environment.

It appears that a new urban commu-

nity — a "Harbour City" — can provide the maximum benefits for the most people on this site.

Assuming a "Harbour City" is socially desirable, what must be discovered to assess its feasibility?

1. Can this waterfront site contribute to a better urban life, not only for those who live there but for all Metro residents?
2. Can housing be built and sold for a price within reach of many families presently unable to buy a new home?
3. Is it financially feasible to develop such a community?

These are the questions which must be answered by this Report before commencing further studies and a commitment to a chosen development.

To answer these questions precisely a detailed scheme had to be designed to calculate overall development costs and thus selling prices of individual housing units.

The visual presentation prepared as part of this Report is not intended to be a final solution for Harbour City — far from it. Harbour City must have the flexibility to adjust to needs as they arise. Yet a visual illustration is essential for two reasons:

1. To prove that a socially motivated solution is possible within the economic parameters of our society without resorting to exploitation.
2. To visualize in a three-dimensional form that Harbour City could bring a full life back into our city so that we need not escape from Toronto to enjoy what we work for.



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Credits

The planning was conceived and developed by Craig, Zeidler & Strong, Architects, in consultation with Jane Jacobs/Hans Blumenfeld / Murray V. Jones & Associates/Woods Gordon Management Consultants/Marshall, Macklin, Monaghan and John Maryon & Partners for the Province of Ontario, Department of Trade and Development, Special Projects and Planning Division.

Statistics

Existing land being used for Harbour City	220 acres
Existing land to be removed to create new public waterways	35 acres
Landfill required	510 acres
Site uses	
Harbour City lands	730 acres
Enclosed waterways	280 acres
Western headland park	110 acres
Total site area of project	1,120 acres
Public pedestrian paths and 'Urban Parks'	160 acres
Western headland park	110 acres
Total new parklands	270 acres
New land created	510 acres
Existing land	220 acres
Total land area	730 acres
In addition, space for commercial facilities, offices, services, recreation and education will be provided.	
Connecting Roads to City	4 to 6 lane roads
Public Transportation	2-way loop on separate right-of-way
Harbour City would represent 5% of the housing starts in Metro Toronto during the construction period.	

Harbour City
design statement

Objectives

1. Harbour City could use its splendid site to give Toronto a unique new waterfront for the enjoyment and interest of all. It could be a true "water city", laced with canals, lagoons and waterside walks like Venice or Amsterdam.

2. Harbour City could have major parks, small parks, marinas, regatta course, shops, restaurants, offices, entertainment and other commercial facilities for use by all Metropolitan Toronto.

3. Harbour City will be a balanced residential community, containing services and housing for approximately 60,000 residents spanning a wide range of household sizes, incomes and ages. Particular attention will be paid to accommodating families, including large families. Ownership of houses and apartments by residents will be encouraged.

4. Harbour City will be self-supporting: money put into it will be recovered. But in addition, its low land development costs will enable many families to live there who could not afford to fully pay their way in the housing market.

5. Harbour City could provide a resort-like hotel complex close to Ontario Place and the Exhibition Park.

6. Harbour City will have an outdoor yard or garden terrace for most dwellings. Families with children will have easy access to the ground plane.

7. Harbour City will build recreation into every-day living. Houses and apartments will be oriented in one direction to water for boating and skating, and in the other to protected, easily supervised play spaces for children.

8. Harbour City could have a well-integrated public transportation system. Almost everyone will be less than three minutes walk from public transport; no-one will be more than five minutes distant. Although Harbour City will be served by roads and parking, residents and visitors

can use Harbour City fully without depending on automobiles.

9. Harbour City's plan will foster neighbourliness and community responsibility and spirit; it is also calculated to welcome visitors instead of making them feel like intruders. The plan combines urban liveliness and density with the intimacy and human scale of low buildings, pedestrian walks and plentiful, informal public meeting places.

10. Harbour City will not reduce the size of the present harbour basin and it will add additional protected waterways.

11. Harbour City will not add to pollution and will stimulate measures to combat present water and air pollution.

12. Harbour City will use a construction system that adapts easily and economically to new opportunities, new needs, new enterprises and new life styles far into the future.

13. Harbour City can be ready for its first residents and commerce approximately two years after landfill is begun.

General description

Integration with the City

Harbour City is planned as a lively, downtown urban residential and commercial area linked directly to Toronto's existing downtown by public transportation as well as by road. It will be within jogging distance of Bay Street.

But Harbour City will be unlike any other part of Toronto. It will be a city of islands, waterways and canals in much the same sense that Amsterdam and Venice are water cities. Canals for boating, skating and scenic enjoyment will lace a typical island, in addition, major canals and waterways between islands will provide lagoons and regatta courses. A pedestrian street system bordering one side of the canals will be linked together by footbridges and will join playgrounds, schools, local parks and beaches, taking maximum advantage

of the splendid lake site. Public plazas, private yards, restaurants, shops and studios will open onto the waterside walks. It will have large and small parks for use by all of Metro.

The plan includes residences for approximately 60,000 persons, public and commercial facilities to serve this population, and also numerous facilities for Metropolitan Toronto as a whole. It will provide sites for marinas and boatyards for general city wide use, along with space for boat fitters, sailing schools and the like. It will include a resort-like hotel complex with convention facilities occupying an island near the new Ontario Place now under construction. Harbour City's studios, professional offices, entertainment facilities, workshops, small specialty shops, other retail stores and water-oriented restaurants will serve visitors as well as local residents.

Harbour City will thus function as a vital, year-round residential and working district and at the same time will supplement and extend the recreational facilities of the Toronto islands and Lakefront.

Site development and transportation

Harbour City will include newly made islands; the area now occupied by the flying field; and a portion of the existing mainland waterfront. It will cover 735 acres, including minor canals but exclusive of waterways between islands and the new Metropolitan parkland.

The various parts of Harbour City will be linked by both roadway and public transportation. From the main roadway, a system of tributary roads will fan out to each building cluster. The public transportation, when fully developed, will link the project to the mainland and a direct connection with the subway is possible at Union Station. Each island will have a public transportation stop integrated with its chief commercial area.

Emphasis will be on providing frequent service and waiting time will be minimal. No resident will be more than five minutes walk from access to the public

transportation, and nearly everyone will be within three minutes walk or less. Public water transportation can be accommodated in future at landing plazas near commercial centers; Harbour City will thus foster the interrelation of transport by land and water.

The planning recognizes that a modern community must be designed with both the automobile and the pedestrian in mind. The highway rider will experience a visual scale quite different in its boldness and drama from the intimate scale he will experience in the pedestrian precincts and walkways.

The public and private transportation systems form a separated but interlocking network with the canal and pedestrian system so that everyone has access to both the roadway and the canal-pedestrian walkways.

Building and planning system

Harbour City will not be pseudo-city, like a giant housing project with a shopping center where everything is pre-allocated to this and that, and the scheme is frozen and fixed for decades to come. Instead, like the most successful parts of actual cities, Harbour City can always be developing, changing and keeping up-to-date to meet changing needs and life styles and to take advantage of new opportunities. Redevelopment of our older cities by makeshift alteration and random destruction of older buildings is extremely costly and chaotic. To overcome this problem, the most advanced technology will be used to create a space system capable of rapid and economic transformation.

The system will consist of pre-engineered structural and mechanical modules capable of almost unlimited combinations. Exterior cladding and interior arrangements can be widely varied. The system thus reduces costs without sacrifice of individual expression or differing needs. The modules combine to form single-family row houses, duplexes, apartments, boathouses with living quarters above,

restaurants, retail stores, offices, small workshops, outdoor terraces and even many types of educational spaces. They can accommodate an estimated eighty percent or more of the total building needs, serving as an economical and subtly unifying mechanical and structural skeleton. They will not be higher than six or seven storeys; most buildings will be three or four storeys.

There will be no arbitrary segregation of functions nor large areas of unrelieved housing, commerce or service industries. Stores, restaurants and offices can be located wherever they are desirable and convenient, and housing need not be excluded from commercial centers. The commercial areas can grow organically over time, or can contract, because former residential spaces can be converted to other uses attractively and easily, while commercial spaces no longer needed in a specific area can readily be transformed to residential use.

The transportation system and canal and circulation pattern form a framework into which any desired combinations of public and private facilities can be planned. Owing to this planning method and the flexible construction system, it is unnecessary to make final plans for the entire community at the time the first phase is under construction. In the first phase, a wide variety of accommodations will be available, not only to provide maximum choice and a diverse community, but also to provide as broad a guidance as possible to development of subsequent phases. Views, wishes and experience of residents in the initial phase will be sought and used in planning the next and subsequent phases. A permanent corporation will be established to manage and supervise land use and building plans.

Residential densities

Subject to experience as development proceeds, the plan accommodates about 60,000 residents. The density (number of persons per acre) is close to that of

Dutch cities. With an estimated density of 80 to 90, Harbour City is lower than that of the highest density high-rise projects in Toronto (250 per acre); but it is considerably higher than over-all urban densities (32 per acre for the City of Toronto).

The density planned is high enough to keep land costs per dwelling economical and to permit efficient use of the land generally. A population of this concentration and size, plus visitors to the area, can support a wide variety of urban services and create a lively and urbane atmosphere. At the same time, the density is low enough to ensure that no family with children need be more than two storeys above ground level and that every dwelling can have private outdoor space either on a garden terrace or on the ground.

High-rise apartments would provide a less desirable atmosphere for families and, due to soil conditions, they would also be more expensive. Moreover, unless they were placed uncomfortably close together, they would not accommodate significantly more residents; what was gained in height would be largely lost in the necessarily lower ground coverage.

Although the density planned is genuinely urban, the effect will be neither impersonal nor overwhelming. The small blocks instead of superblocks, the low buildings themselves, the many intimate outdoor spaces, the close-grained diversity of building uses and the variety of arrangements within blocks have all been calculated to respect and emphasize personal, human scale. They have also been calculated to strengthen a sense of community and neighbourliness.

Single family houses, apartments and duplexes can all be mingled together because this is to be a community for people of all ages, varied incomes and widely differing family sizes enjoying the same neighbourhoods rather than living in isolation from one another. Particular attention will be directed to accommodating families because of the special severity of their housing problems.

The following explanations and illustrations were made in order to assess the feasibility of Harbour City and will provide a point of departure for discussion.

Metro Toronto Plan

Harbour City forms part of a recreational belt from the Humber Bay to the Eastern Gap. Harbour City will encourage a continuation of the belt east and west in accordance with the existing Waterfront Plan.

The distance from Harbour City to the City Hall is the same as the distance from Bloor Street to the City Hall.



Land use

The emphasis on housing families in Harbour City complements the predominately non-family housing proposed for the Metro Centre and Harbour Square projects.

The strip south of the Gardiner expressway from York to Bathurst, presently held in private hands, should be developed by private enterprise for high cost residential or commercial use. Development of this strip of mainland is not essential to undertaking the development of Harbour City.

Outer limits of Harbour City development are formed to an underwater ledge, beyond which it is not economically feasible to extend land fill.

The southern headland would be built to enclose the new outer harbour.

Inherent in the landfill scheme are two one-mile rowing regatta courses, one emptying into an inland lake, the other using the present western channel.

The western channel will be retained for water circulation purposes.

The eastern channel will be widened to 1,200 feet for safe entry and exit from the inner harbour.

Dark green indicates present parkland to be retained and light green indicates parkland to be created.



Cut and fill

Green represents landfill.

Blue represents land removed to achieve the 'harbour' feeling and the current flow of the proposed canal system.

The present harbour basin will remain open with the exception of a street connection to Spadina Avenue.

A method of 'overburdening' will be used to compress the landfill so that the new islands will support 6-storey buildings.



Parks

Parks and canals are side by side and, in their width, length and visual dimension, pertain to pedestrian scale of movement a 2-3 mph walking speed.

Parks and canals are an open-ended system of public open space, not only for local residents but for general pedestrian thoroughfare.

Major connections to Toronto Islands parkland can be by bridge, tunnels or ferries.

Parks form a network which is independent of the road system. Where the two intersect the interface may contain small shops, cafes, playgrounds and parking facilities.

The present western beach and shore line will be retained and become part of a new inland lake with more intensive recreational uses.



Roads

Hierarchy of roads: courtyard-collector-arterial.

Through traffic will flow on major arteries because these are far more convenient for the purpose than collector roads. Controlled computerized intersections occur on the arteries at 1500 ft-2000 ft intervals. Right-hand-turn intersections at mid-points between the main intersections are recommended.

Arterial Roads — 40 mph average speed: three main visual events: road enclosed by commercial block, road open to water, and road running between residential and commercial buildings.

Collector Roads — 15 mph average speed: visual changes at 400 ft intervals.

Courtyards — 3 mph average speed: visual changes at 180 ft intervals.

The collector road system is NE-SW, allowing street and gardens maximum sun with no direct west aspect. One can reach any point by using the collector system only, instead of the arteries, but this will actually be useful only for local residents upon occasion, or for emergency vehicles.

There will be no sidewalks along the arterial roads. The pedestrian walk system is combined with parks, and the courtyard-collector road system.



Public transit

Two-way separate right-of-way loop transit system, could join to the subway at Union Station. Connection could also be made to Bathurst and Strachan transit services.

The loop could have stations serving Exhibition Park, Ontario Place, Metro Centre, Toronto Island parks, the ferry stop and the proposed Harbour City commercial cores.

The largest percentage of the Harbour City residents are within 3 minutes walk of any stop and no one is more than a 5 minute walk.

The clear visual orientation for a transit user will be similar to that of the Expo express at Expo '67.

During its initial phase, Harbour City could use extended, existing TTC bus services without any difficulty.

Access to Toronto Islands parks from Harbour City could be both direct (from transit stops) and indirect (through shopping and recreational zones of Harbour City).



Waterways

Light blue allows for deep keel and high masted vessels, as well as for marina facilities which could accommodate three times as many boats as are now being docked in Toronto Harbour.

Dark blue indicates waters restricted to craft with masts less than 20 ft. high.

Public pleasure craft (conducted tours, etc.) can link islands to mainland and new shore facilities.

Yellow dot refers to area indicated in greater detail on 'The Canal District' sheets.



These are two water cities built in the past, whose patterns are instructive. Small scale modern water city developments have been built recently in France and the USA and have proved once again that a residential development is enhanced both economically and environmentally by the attraction of water.

Venice

Drawing is at the identical scale of Harbour City as on previous sheets relating to cut and fill thru to waterways.

The population of the portion shown is approximately 175,000.

The pattern of the city fabric resembles the park drawing, although the scale of the pattern is smaller in Venice than in Harbour City.

The map indicates the internal walk system, with buildings bordering canals. The texture is irregular but systematic.

Hard edges of the Grand Canal relate to its use as a major transportation corridor whereas Harbour City has soft edges related to recreational uses.

The City of Venice has land and canal transportation systems mainly independent of one another, yet interlaced, like the Harbour City road and canal systems.

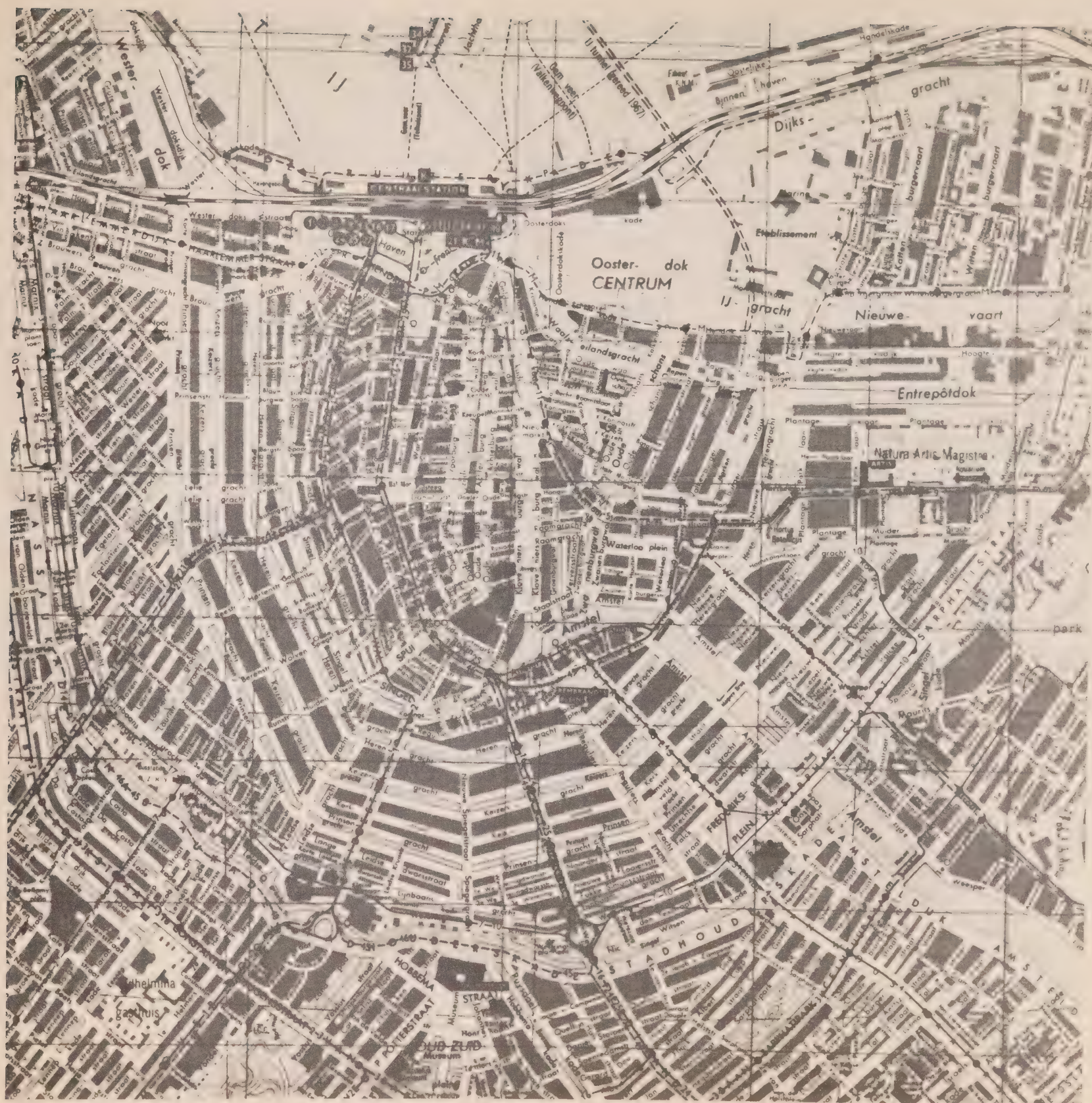


Amsterdam

Drawing is at the same scale as Venice and previous sheets relating to cut and fill thru to waterways.

Roads and walks are along the canals, with buildings in most cases set back from the water. The strong regular pattern arose from the original fortification.

Amsterdam's parallel road and canal systems resulted from the original commercial use of the canals for loading and unloading. The parallel system is used in Harbour City to combine canals and pedestrian parkways, in front of residential buildings.



Density

Other recent proposals for the central city waterfront, like the Harbour Square scheme and the Star Building, achieve urban densities by building high. In residential areas, large spaces are left open between the high buildings. The border, where development meets the water, is “hard”.

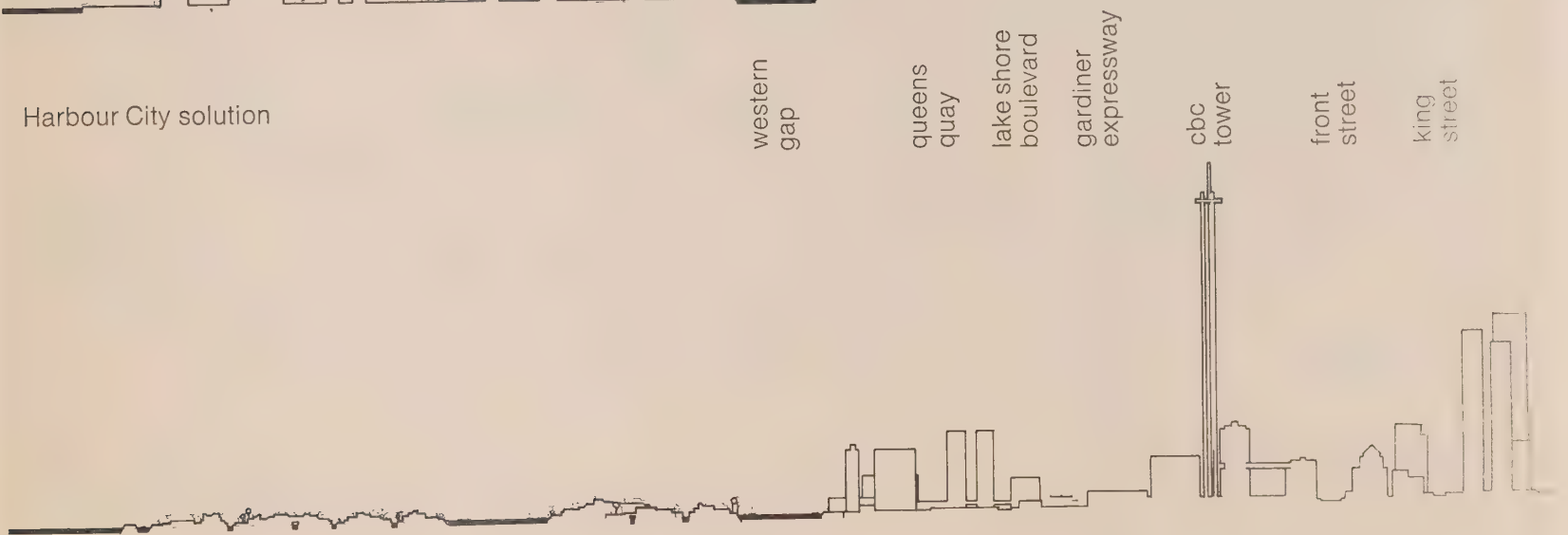
In contrast, Harbour City achieves urban densities by means of low buildings around intimate spaces. The borders between land and water are “soft”.

The impersonality of the conventional high-rise solution is avoided in Harbour City without reducing the desired urban densities or sacrificing the economic efficiency with which the land is used.

Conventional high rise solution



Harbour City solution



The residential planning solution shown here is not intended as a final design, but merely to demonstrate that with the proposed densities, attractive living conditions can be obtained and housing need not be in high-rise buildings.

Housing in a canal district

Two vertically stacked 2-storey town houses could be the typical unit with upper level public walkways, although many variations are possible.

Double-sided exposure is obtained in all units.

The design employs a modular system, the modules being combined to form dwellings of various sizes and types.

No family need live more than 2 storeys above the ground.

Courtyard type housing will, in places, extend over the collector roads.

Most ground floors have a garden while most upper levels have generous terraces.



Parks and waterways in a canal district

The green area indicates canal-side parks with the pedestrian walk system.

Pedestrian circulation over the canal is by foot bridges. Pedestrian paths pass beneath roads alongside the canal.

Canoeing in summer and ice skating in winter are particularly apt under these conditions.

Play spaces for young children are available in easily supervised precincts on the land side of dwellings, away from the water.



Roads in a canal district

Red is collector road which connects courtyard to the arterial roads.

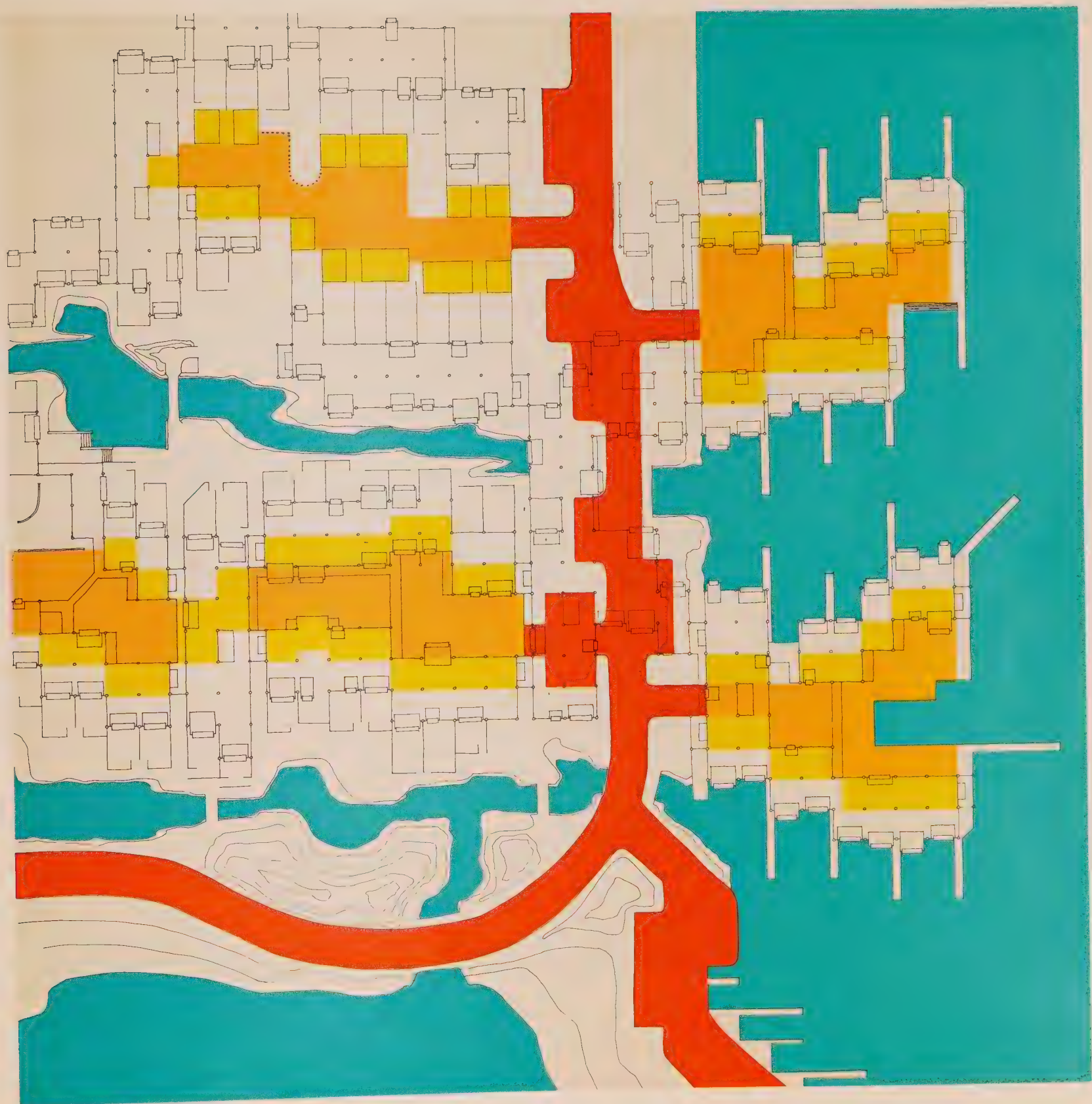
Orange is courtyard 'road' connecting parking courts and collector roads.

Yellow denotes private garages and parking spaces.

Courtyards will be community areas with many different possible uses chosen and supervised by residents.

Additional parking is provided along collector roads.

Cars have access to public boat launching piers.



Section, transit station

The section shown is an indication of the commercial development that can take place over the arterial road and a transit stop.

Bridging of the arterial road accomplishes many things:

It successfully uses land over the arterial roads.

It connects both sides of the arterial road for pedestrians.

It creates a visual break and punctuation for the traveller on the arterial road.

Section, housing

Public access to dwellings is organized on two levels. The walks at the upper level sometimes overlook the canal, sometimes the courtyard.

Buildings range from 2 to 5 stories and their dwellings vary from townhouses to studio and one bedroom apartments, of various sizes and for varying household and income types.

Monotony will be avoided because of differences in building heights and the limitless variety of exterior spaces. Residents can choose from among a great variety of external building materials, colours, window sizes and arrangements.





This park in Japan, less than 40 feet wide, demonstrates that even small space can be utilized for secluded parkland in an urban area.



These family dwellings in Reston, Virginia, have the kind of natural wooded backyards that are anticipated for Harbour City.



This urban scene in the heart of Amsterdam illustrates the esthetic quality of blending dense urban structures with waterways.



This example from Columbia with residential buildings in a waterway setting shows the kind of picturesque environment that can be created.



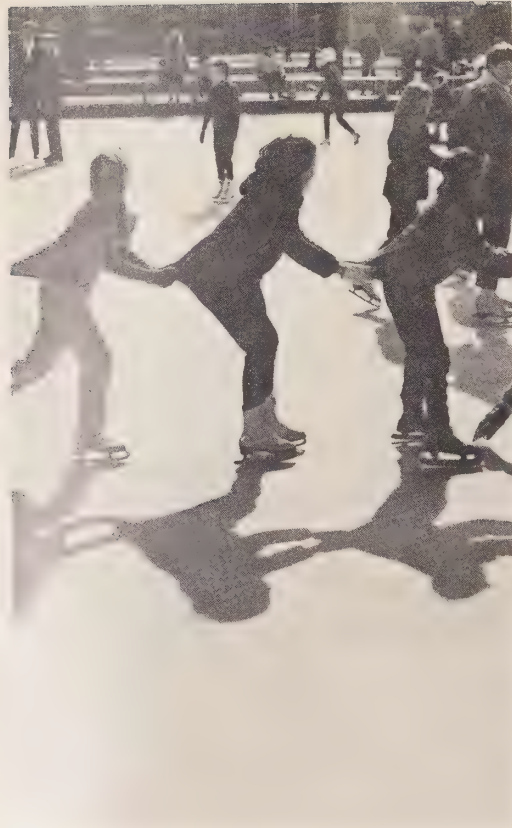
This residential scene from a Reston, Virginia, project, illustrates how village style intimacy can be created in concentrated urban areas.



This recreational facility on the Toronto Islands illustrates the type of soft-edge canal that could be typical in Harbour City. It shows, too, how well the Island parks and Harbour City will integrate as neighbours.

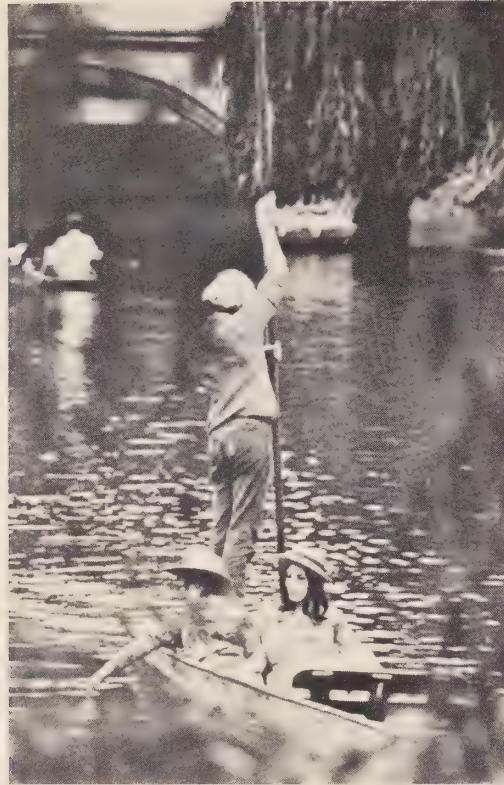


Future passengers on the Toronto Island Ferries will have more than the islands to visit. Harbour City, with its new parks and canals will become a popular port of call.



will be no arbitrary segregation of func-
tion or large areas of unrelieved housing,
commerce or service industries. Stores, res-
taurants and offices can be located wherever
they are desirable and convenient, and hous-
ing will not be excluded from commercial
districts.





A pedestrian parks system bordering one side of the canals will be linked together by foot-bridges and will join playgrounds, schools, local parks and beaches, taking maximum advantage of the splendid lake site. Public plazas, private yards, restaurants, shops and studios will open onto the waterside walks and will be for the enjoyment of all.





Harbour City will build recreation into everyday living. Houses and apartments will be oriented in one direction to water for boating and skating, and in the other to protected, easily supervised play spaces for children.





Harbour City should have well-integrated public transportation. Almost everyone should be less than three minutes walk from public transport; no one will be more than five minutes distant. Although all buildings are served by roads and parking, residents and visitors can use Harbour City fully without depending on automobiles.





Harbour City's plan could foster neighbourliness and community responsibility and spirit; it is also calculated to welcome visitors. The plan combines urban liveliness and density with the intimacy and human scale of low buildings, pedestrian walks and plentiful informal public meeting places.



What next?

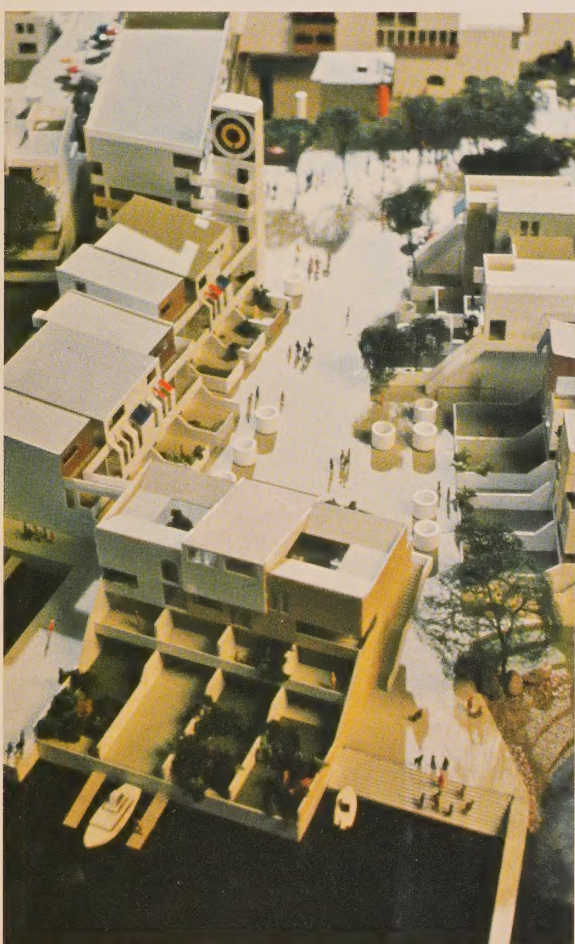
It is obvious that such a desirable, unique location would make a financial success of nearly any commercial development.

But commercial exploitation should not be the motive developing Harbour City.

This would destroy the very qualities that it promises — *a new way to be* — not only for its inhabitants, but for all the people of Toronto.

We must use all potentials. We must carefully make the most of Harbour City's parks and waterways. We must extend the silhouette of a softly undulating island in front of the Toronto skyline.

The research into the feasibility of Harbour City has proven that it is possible to create a development that will embrace the human and social objectives desirable for both local inhabitants and residents of the Toronto region. At the same time, the project can be financially self-sustaining and will not impose a new tax burden on the City, Metropolitan Toronto or the Province of Ontario.



These close-ups of a Harbour City model illustrate the variations of housing and commercial structures possible within the concept and how the two are integrated with each other and the water.







